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FM SECSTATE WASHDC

TO WHITE HOUSE IMMEDIATE

S E C R E T STATE 008963

NODIS

FOR DR BRZEZINSKI

FOLLOWING REPEAT BEIRUT 0185 ACTION SECSTATE 12 JAN 78

QUOTE

S E C R E T BEIRUT 0185

NODIS

E.O. 11652: GDS

TAGS: POL, LE

SUBJECT: ARAB-ISRAEL: SOME THOUGHTS ON THE ROLE OF THE PLO

1. SUMMARY. WHATEVER ITS SHORTCOMINGS, THE PLO REMAINS THE ONLY ORGANIZATION WITH ANY CLAIM TO REPRESENT PALESTINIANS. WE THINK WE SHOULD LEAVE PLO MODERATES WITH SOME HOPE OF PARTICIPATING EVENTUALLY IN A DIPLOMATIC SETTLEMENT, OTHERWISE CONTROL OF ORGANIZATION IS GOING TO RADICALS AND WE CAN EXPECT FATAH TO REVERT TO TERRORIST ROLE. THIS WILL AFFECT DURABILITY OF ANY SETTLEMENT AS WELL AS OUR OWN DIPLOMATIC, ECONOMIC AND MILITARY INTERESTS. END SUMMARY.

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2. SOME STATEMENTS BY SENIOR USG OFFICIALS DURING PAST FEW MONTHS HAVE GIVEN THE IMPRESSION WE BELIEVE PLO HAS OPTED OUT OF THE PEACE PROCESS AND THAT THE USG, HAVING MADE AN UNSUCCESSFUL EFFORT TO ESTABLISH DIRECT CONTACT, IS NOW WRITING OFF THAT ORGANIZATION. THIS IS A NATURAL REACTION TO PLO UNWILLINGNESS TO ACCEPT RESOLUTION 242 AND TO THE TRIPOLI

CONFERENCE RESOLUTIONS.

3. THE PLO IS A DIFFICULT ORGANIZATION TO WORK WITH. IT IS A CONGERIES OF OFTEN CONFLICTING GROUPS AND INTERESTS CONSTITUTIONALLY UNABLE TO MAKE UP ITS MIND OFFICIALLY TO DO ANYTHING POSITIVE WITH REGARD TO ISRAEL. BY ALL ACCOUNTS, YASSIR ARAFAT IS A PROFESSIONAL LIAR. THE DUPLICITY AND TERRORIST ACTIVITIES OF THE VARIOUS GROUPS IN THE PLO ARE A MATTER OF RECORD. ARAFAT HIMSELF IS UNABLE, EVEN IN PRIVATE CONVERSATION, TO SAY THE PALESTINIANS WILL BE PERMANENTLY SATISFIED WITH THE WEST BANK AND GAZA, BECAUSE HE KNOWS HABBASH AND HIS ILK WILL NOT BE. NO WONDER THE ISRAELIS DON'T WANT TO DEAL WITH HIM.

4. NEVERTHELESS, THE PLO IS THE ONLY ORGANIZATION WITH A SERIOUS CLAIM TO REPRESENT THE PALESTINIANS, BOTH IN THE DIASPORA AND IN THE AREAS CONTROLLED BY ISRAEL. SADAT, HUSSEIN AND KHALID CANNOT SPEAK FOR THE PALESTINIANS. NEITHER CAN ASAD, BOUMEDIENE OR QADDHAFI OR THE RULERS OF IRAQ.

5. IT MAY BE POSSIBLE FOR GOVERNMENTS TO NEGOTIATE A SETTLEMENT IGNORING THE PLO AND THE DIASPORA AND CONFINED TO EGYPT, ISRAEL AND JORDAN. IT IS EVEN POSSIBLE THAT SUCH A SETTLEMENT WOULD GENERATE A MOMENTUM TOWARDS PEACE AND THAT THE PLO AND OTHER DIASPORA GROUPS WOULD DIE ON THE VINE. WE THINK THIS LATTER IS UNLIKELY, HOWEVER, UNLESS WE ARE ABLE TO OFFER
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THE DIASPORA SOMETHING MASSIVE IN THE WAY OF COMPENSATION AND IMMIGRATION FACILITIES. EVEN THEN THERE WOULD BE FIERCE OPPOSITION FROM PALESTINIAN ACTIVISTS WHO HAVE ALWAYS REJECTED EFFORTS TO LIQUIDATE THE PROBLEM THROUGH RESETTLEMENT, AND IT IS BY NO MEANS CLEAR THAT A COMPENSATION-IMMIGRATION TACTIC WOULD WORK.

6. WHATEVER FORM SETTLEMENT TAKES, THE PLO ATTITUDE IS LIKELY TO PLAY A CRITICAL ROLE IN DETERMINING DIASPORA AND WEST BANK ATTITUDES. THE ISRAELIS AND HUSSEIN WILL PROBABLY BE ABLE TO FIND SOME NON-PLO WEST BANKERS TO RUN A PALESTINIAN ENTITY FEDERATED WITH JORDAN, BUT UNLESS IT IS ACCEPTED BY THE DIASPORA AND THE PLO, ITS CREATION WILL NOT SETTLE THE PALESTINE PROBLEM AND WILL NOT BRING AN END TO PALESTINIAN POLITICAL AGITATION. RATHER, PALESTINIAN RESENTMENT AND DESPERATION, AT LEAST IN THE DIASPORA, WILL INCREASE.

7. WE THINK IT IS CLEAR THAT THE MODERATES IN THE PLO HAVE COMMITTED THEMSELVES TO DIPLOMACY AS A MEANS OF REACHING GLOBAL SETTLEMENT. WHENEVER USG OFFICIAL STATEMENTS HAVE REFLECTED AN UNDERSTANDING OF PALESTINIAN CONCERNS AND SUGGESTED POSSIBLE WILLINGNESS UNDER CERTAIN CONDITIONS TO DEAL WITH

THE PLO, THESE MODERATES HAVE BEEN STRENGTHENED AND PLO AS A WHOLE HAS TENDED TO ADOPT A MORE REASONABLE PUBLIC POSTURE. ON THE OTHER HAND, WHENEVER THE USG APPEARS TO BE REJECTING PALESTINIAN RIGHTS, THE PLO MOVES TOWARDS EXTREMISM. A SETTLEMENT THAT EXCLUDES MODERATES WILL MEAN THEIR DEMISE AND THE TAKEOVER OF THE PLO BY THE RADICALS--HABBASH, WADIA HADDAD, ETC.--AND FATAH DISTINGUISHED FROM ALREADY RADICAL (AS PFLP, ETC.) WILL THEN REVERT TO TERRORISM. ITS CAPABILITIES IN THAT RESPECT ARE IMPRESSIVE, AND SUCH A DEVELOPMENT WOULD HAVE SERIOUS IMPLICATIONS FOR OUR DIPLOMATIC, MILITARY AND ECONOMIC ESTABLISHMENTS ABROAD, AND PERHAPS AT HOME AS WELL. IN BEIRUT IN PARTICULAR WE WOULD HAVE TO RECONSIDER OUR POSTURE, WHICH HAS BEEN POSTULATED ON OUR INFORMAL SECURITY LIAISON WITH FATAH-- A LINK
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UNLIKELY TO SURVIVE RADICALIZATION.

8. RADICALIZATION OF THE PLO AND FATAH AND THE POLARIZATION NOW DEVELOPING BETWEEN EGYPT AND SYRIA WOULD REINFORCE EACH OTHER AND MAKE ACCEPTANCE OF A SETTLEMENT BY SYRIA AND LEBANON LESS LIKELY, IF NOT IMPOSSIBLE. AS WE HAVE SAID ELSEWHERE, THE DURABILITY OF THE PEACE WILL BE A DIRECT FUNCTION OF THE UNIVERSALITY OF ITS ACCEPTANCE AMONG THE ARABS. WE WOULD NOT EXPECT IT TO LAST LONG IF SYRIA AND LEBANON ARE NOT ON BOARD. FURTHERMORE, IF FATAH ADOPTS A MORE RADICAL STANCE, THE INSTABILITY WHICH NOW PREVAILS IN LEBANON WILL LEAD TO FIGHTING SOONER RATHER THAN LATER. AT SOME POINT THE ISRAELIS WILL FEEL OBLIGED TO INTERVENE AND WE WILL BE OFF TO THE RACES AGAIN.

9. RADICALIZATION MAY OCCUR NO MATTER WHAT WE DO ABOUT THE PLO, BUT WE THINK WE SHOULD TRY TO PREVENT IT IF WE CAN. ONE WAY IS TO HOLD OUT TO THE MODERATES THE HOPE THAT SOMEWHERE DOWN THE LINE THEY WILL BE ALLOWED TO HAVE SOME SAY IN WHAT TRANSPIRES AT JERUSALEM OR GENEVA AND IN THE WEST BANK. WE ARE NOT SUGGESTING THAT WE OPEN CONTACT WITH THE PLO (ALTHOUGH WE THINK THAT WOULD BE DESIRABLE) BECAUSE WE REALIZE HOW DIFFICULT THAT WOULD BE. WE ARE SUGGESTING, HOWEVER, THAT WE AVOID STATEMENTS INDICATING WE ARE TURNING OUR BACK ON THE PLO, AND THAT WE MAKE IT CLEAR, AS DR. BRZEZINSKI DID ON FACE THE NATION ON JANUARY 8, THAT THE OPTION TO TALK IS STILL OPEN IF THE PLO WILL ACCEPT 242 AND ISRAEL'S RIGHT TO EXIST.

10. DEPARTMENT PASS TO OTHER AREA POSTS AS DESIRED.

PARKER

UNQUOTE CHRISTOPHER".

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